

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

Re: Housing Achievements over the Last Decade

RECOMMENDATION:

1. **THAT** Council receive this report for information.

REPORT

The Community Planning and Housing Committee, at its meeting held on 1999 October 26, received and adopted the attached report outlining housing achievements undertaken by the City over the last decade. The report lists the achievements under various categories including facilitation and support for non-profit housing, housing in existing neighbourhoods, zoning bylaw changes and density bonus policy.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor C. Redman  
Member

Councillor J. Young  
Member

:COPY - CITY MANAGER - DIRECTOR PLANNING & BUILDING
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**TO:** CHAIR AND MEMBERS  
COMMUNITY PLANNING AND HOUSING COMMITTEE

1999 October 22

**FROM:** DIRECTOR PLANNING AND BUILDING

Our File: 12.000

**SUBJECT: HOUSING ACHIEVEMENTS OVER THE LAST DECADE**

**PURPOSE:** To respond to a request from the Committee for a report that outlines housing actions undertaken by the City over the last decade.

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**RECOMMENDATION:**

1. **THAT** this report be received for information of the Community Planning and Housing Committee.

**REPORT**

**1.0 BACKGROUND**

At its regular meeting of April 20, 1999, the Community Planning and Housing Committee requested that staff prepare a report highlighting housing actions that have been adopted or implemented by the City over the last decade. This report responds to this request.

The achievements are categorized under a number of issues, including facilitation and support for non-profit housing, housing in existing neighbourhoods, zoning bylaw changes, density bonus policy and other planning actions and innovative housing initiatives.

**2.0 CITY FACILITATION AND SUPPORT TO NON-PROFIT HOUSING**

Burnaby is recognized by many other agencies and societies as being a supporter and advocate in the development of non-profit housing, including non-profit co-operatives and rental housing built under the Province's Homes BC Program. A list of all affordable housing developments constructed in Burnaby since 1986 is attached to this report (**Attachment 1.**) The City has found that these developments, which strive to include a mix of people, are positive additions to neighbourhoods. The City's support happens in a variety of ways:

- as a facilitator by processing development applications on a priority basis, or

- assisting groups in finding appropriate sites.
- as an advocate to funding agencies; and
- as a contributor by leasing City owned land, by offering extra density or by providing small portions of road rights-of-way no longer needed for City purposes.

Projects that involved the use of City owned land include Lions Mulberry Place (65 units), Ridgelawn Gardens (38 family units and 34 seniors units), the Cariboo Co-operative (45 units) and Hastings Village (43 units). To preserve much needed housing in the Metrotown area, the City purchased an existing 58 unit rental project that was under threat of demolition and leased it back to a newly formed non-profit co-operative (Garden Square Co-operative).

Three heritage buildings (Thurston (Altese) House, William Wilson House and H. D. Morrison House) were also saved, restored and included within new non-profit rental and co-operative projects. This was possible by the City offering flexibility in zoning density in return for restoration of the houses. All three heritage houses now provide affordable housing for families and people with disabilities.



**William Wilson House, part of  
Rainbow's End Co-operative**

The City has also worked with a number of non-profit groups who wished to develop underutilised land or redevelop older housing stock to create new affordable housing. St. Margaret of Scotland Abbeyfield House for seniors was constructed on excess land owned by a church. Both the New Vista Society and the Fair Haven United Church Senior Citizens' Society have built new housing for families and seniors on land that was redeveloped from old, lower density non-profit housing that had outlived its usefulness.

The City has also ensured that at least 20% of all units in newly developing communities built on publicly owned lands are affordable. Neighbourhoods subject to this policy include The Oaklands, the George Derby Lands, the former Burnaby South School site and the City owned Cariboo lands. The success of this policy is shown by the fact that except for one site on the former Burnaby South lands and one City owned site that has not been serviced, all of the designated sites have been developed, mainly by housing that was funded under senior governments' housing programs.



**The Avalon Housing Co-operative  
under construction on the George  
Derby Lands**

The affordable housing projects that emerged from this policy include:

***At The Oaklands***

- The Oaklands Co-operative
- Oakview

***At the George Derby Lands***

- Avalon Housing Co-operative
- Lakepark Village

***At the former Burnaby South Secondary School***

- Sakura-so Seniors Residence

***At the Cariboo Lands***

- Cariboo Housing Co-operative
- Lions Mulberry Place



**New Sakura-so Seniors' Residence at former Burnaby South High School Site**

All of these represent developments that are included in new communities that otherwise, would have probably included only market housing. This has increased the range of choice of affordable housing within Burnaby neighbourhoods.

BC Housing provided funding for the construction of 597 non-profit housing units in Burnaby from 1994-1998 (see **Attachment 2**). This represents 21% of the units allocated in this time period for the Greater Vancouver Regional District. In comparison, Burnaby's 68,740 households (1996 Census) represents 11% of the households in the GVRD. Despite having some of the highest land costs in the region, Burnaby has accommodated greater than its regional share of the non-profit housing stock.

### **3.0 HOUSING IN EXISTING NEIGHBOURHOODS**

While not wanting to force changes on established neighbourhoods, the City has in the last 5 years, worked, with residents who wanted to have a higher level of residential density in their neighbourhoods. In the Norfolk neighbourhood, residents collaborated with staff and the Housing Committee to develop new zoning regulations (R12 Residential District) that permitted more compact forms of single and two family housing, including duplexes on small lots.



**Two-family house in Norfolk Neighbourhood**

Four other neighbourhoods have successfully followed a similar path, two are undergoing a review at this time and about 3 other neighbourhoods are waiting to begin the process. One of the interesting features of this process is that if the neighbourhood cannot achieve consensus regarding the desirability of undertaking the rezoning, the rezoning does not occur. Of the 49 dwelling units that have been built under the R12 District since its adoption in 1995, 9 are two family dwellings.

#### **4.0 ZONING BYLAW CHANGES**

Since the 1990's, Burnaby has, from time to time, amended the Zoning Bylaw to create opportunities to develop more affordable market housing that responds to contemporary needs and is sensitive to existing neighbourhoods. One example is the change to regulations that were adopted in 1996 that affected the shape and size of semi-detached houses, so that they were more attractive to the builder and the occupant, as well as the surrounding neighbourhood. These changes introduced the two storey semi-detached dwelling as an alternative to the one storey on



**Two-storey semi-detached housing**

cellar design that previously was the only option available. Also, changes to the R4 and R5 District in 1995 slightly reduced the minimum width requirements for both single and two family dwellings.

Both of these actions have created greater interest in developing semi-detached dwellings. In 1997, 24 semi-detached units (48 dwelling units) were completed, and in 1998 another 22 semi-detached units (44 dwelling units) were completed. This compares to a typical output of 2 to 4 semi-detached units completed in the 1980's and early 1990's. Since 1995, 15% of the 1,060 new units built in the R4 and R5 Districts have been two family dwelling units.

#### **5.0 COMMUNITY BENEFIT BONUS**

Burnaby was among the first municipalities to take advantage of the new "bonus zoning" provisions of the Municipal Act that were included to expressly permit local governments to offer extra density in return for the provisions of public benefits, including affordable housing and other amenities. In 1998, Burnaby adopted the "Community Benefit Bonus" policy that allowed developers to receive extra density for developments in the Town Centres in return for providing public amenities or affordable housing.

With regards to affordable housing, the Community Benefit Bonus has been used in two occasions. First, a non-profit housing project for families and people with disabilities on Kingsway at 14<sup>th</sup> Avenue, developed by VanCity Enterprises under the Homes BC program, was made more viable by offering extra density, in effect, reducing the price of land per unit.

The second instance involves the redevelopment of the former Lougheed Hotel site in the Brentwood Town Centre. In this case, the developer, in return for additional density is building a fully furnished child care centre that will be turned over to the City and is giving title to four housing units to the Burnaby Association for the Mentally Handicapped which will provide affordable housing for their clients. This project is now in the final stages of the rezoning process, and is viewed as a model for other local governments establishing density bonus policies in their affordable housing policies.

## 6.0 OTHER PLANNING ACTIONS

Through the preparation of community plans, Burnaby has increased opportunities to develop affordable housing. The development of new Community Plans in the Edmonds and the Hastings Heights area created many new opportunities for the development of affordable medium density housing.



**“The Villages” at the former Weiser Lock site in the Edmonds area.**

The development of the community plan for the former Weiser Lock site illustrates this point.

Through the development of the community plan and the subsequent Comprehensive Development Zoning for the area, the Developer and the City agreed to a package of amenities that included the development of a non-strata titled purpose built apartment building with one subsidised family childcare unit. This is significant as it represents the first private rental non-strata titled apartment building built in Burnaby in decades.

The apartment units are secured by a Housing Agreement registered on title, another example of the use of the new affordable housing tools offered in the Municipal Act. In this case, other than the family childcare unit, the rental units are not price-controlled, but are designed to be modest in size and finishes. The Housing Agreement states that the 16 units must be held by one owner or landlord and cannot be strata titled. It also outlines the process for selecting the child care operator and subsidizing that unit.

The total development will include 450 units and has a mix of two and three storey townhouses and apartments. Besides the innovation of the apartment units, the development contains very good examples of affordable medium density ground oriented housing that is affordable to the "starter" ownership market.

## **7.0 OTHER INNOVATIVE HOUSING OPTIONS**

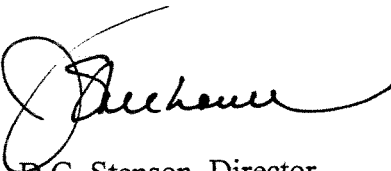
Two projects are in the earliest stages of the approval process that will, if successful, add to the stock of housing options in Burnaby. Habitat for Humanity has applied for rezoning of a site in the Lougheed Town Centre that will create affordable ownership housing to selected families who offer their own labour in the construction of the approximately 25 unit project.

The Heights area is proposed to be the location of Burnaby's first co-housing development. Co-housing is an option for those who value "community" and choose to live in a home where they have had an impact of the design and management and are comfortable with a consensual decision making style. In order to allow the development of the generous common areas typical of this type of project, the City will use the flexible components of the Comprehensive Development District in the Zoning Bylaw.

## **8.0 CONCLUSION**

Over the last 15 years, the City of Burnaby has been active in developing tools and policies that encourage the development of affordable housing at the local government level. Burnaby recognizes that affordable housing is an essential component of a healthy community. Despite having amongst the highest land values in the region, Burnaby has been successful in securing many new non-profit housing developments, both on publicly and privately owned land. Further, through the creation of community plans and changes to zoning bylaws, more locations have been designated for affordable forms of market housing such as townhouses and two-family dwellings. Burnaby's Community Benefit Bonus policy is beginning to be implemented and has drawn attention from local governments across Canada.

This is for the information of the Community Planning and Housing Committee.

  
D.G. Stenson, Director  
PLANNING AND BUILDING

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cc: City Manager

# AFFORDABLE HOUSING DEVELOPMENTS BUILT AFTER 1986

## Low Rise Housing Projects

ADDRESS	PROJECT NAME	YEAR BUILT	NO. OF UNITS	TYPE
3869 Dominion St.	MOSAICO HOUSING CO-OP	1986	29	Co-op
3850 Dominion St.	SPECTRUM HOUSING CO-OP	1986	44	Co-op
3798 Laurel St.	SUNSET HEIGHTS HOUSING CO-OP	1987	32	Co-op
7530 Rosewood St.	DOUGLAS MANOR - NEW VISTA	1988	51	Seniors Rental
7220 Edmonds St.	EDMONDS PLACE HOUSING CO-OP	1988	51	Co-op
5300 Rumble St.	ANTRIM PLACE CO-OP	1988	38	Co-op
4389 Grange St.	CHAFFEY PARK SENIOR CITIZENS HOUSING	1988	37	Rental
7495 Sandborne Ave. (+ 6 units Town Housing)	BOUNTY HOUSING CO-OP	1989	64	Co-op
6750 Station Hill Ct.	BRAMBLES HOUSING CO-OP	1990	42	Co-op
7028 Seventeenth Ave.	BYRNE CREEK HOUSING CO-OP	1990	74	Co-op
7235 Eighteenth Ave.	CHANCES HOUSING CO-OP	1990	44	Co-op
7065, 75, 85, 95 Stride Ave.	MEDINA HOUSING CO-OP			
5550 Beresford St.	CONCORDIA COURT	1990	42	Co-op
7250 Halifax St.	GUSTAV VASA PLACE SWEDISH CANADIAN REST HOME	1992	80	Seniors Rental
3755 Banff Ave.	FILBY COURT	1992	9	Special Needs Rental
4035 Norland Ave.	CARL MORTENSEN MANOR	1993	49	Seniors Rental



## Low Rise Housing Projects Continued

ADDRESS	PROJECT NAME	YEAR BUILT	NO. OF UNITS	TYPE
7531 Rosewood St.	GRACE MACINNIS PLACE NEW VISTA	1994	24	Seniors Rental
3766 Thurston St.	LIONS THURSTON PLACE	1995	41	Family Rental
5955 Oakdale Rd.	OAKLANDS HOUSING CO-OP (SENIORS' 3 ST. RENTAL)	1996	17	Co-op
450 Clare Ave. (+ 5 u. T.H.)	RIDGEVIEW HEIGHTS	1996	35	Family Rental
1010 Sperling Ave. (Phase I)	THE PAUL SEIFNER ABBNEYFIELD HOUSE (12 OF 24)	1996	12	Seniors Rental
6088 Wilson Ave.	RAINBOW'S END HSNG. CO-OP	1998	34	Co-op
6677 Southoaks Cr.	NIKKEI PLACE SAKURA-SO SENIORS' HOUSING	1998	34	Srs. Rental
3765 Albert St.	HERITAGE HEIGHTS	1999	32	Family Rental
4351 Rumble St.	FAIRHAVEN	U/C	55	Srs. Rental
1010 Sperling Ave. (Phase II)	THE PAUL SEIFNER ABBNEYFIELD HOUSE (12 of 24)	U/C	12	Seniors' Rental
485 MacDonald Ave. S.	HASTINGS VILLAGE	1994	43	Rental

## Town Housing Projects

ADDRESS	PROJECT NAME	YEAR BUILT	NO. OF UNITS	TYPE
9201 Forest Grove Dr.	MISTY RIDGE CO-OP	1987	70	Co-op
4160 Bond St.	CENTENNIAL PARK HOUSING CO-OP	1987	30	Co-op
3798 Laurel St.	SUNSET HEIGHTS HOUSING CO-OP	1987	14	Co-op
7495 Sandborne Ave. (+ 64 units Low-Rise)	BOUNTY HOUSING CO-OP	1989	6	Co-op
7155 MacPherson Ave.	CONCORDIA COURT	1991	58	Family Rental
1960 Bellwood Ave. (+ 32 u. Low-rise)	RIDGELAWN GARDENS	1993	38	Seniors and Family Rental
5955 Oakdale Rd.	OAKLANDS HOUSING CO-OP	1996	56	Co-op
450 (+ u. L.R.)	RIDGEVIEW HEIGHTS	1996	5	Family Rental
8580 Cumberland Pl.	MENNONITE CO-OP	1996	43	Co-op
8277 Eleventh Ave.	J.S. WOODSWORTH COURT	1998	40	Family Rental
7273 - 17 <sup>th</sup> Ave.	CATHERINE ANNE COURT	1998	45	Family Rental
5538 Chaffey Ave.	BURNABY ASSOCIATION	1998	5	Special Needs Rental
8288 Eleventh Ave.	NEW VISTA	U/C	38	Family Rental

**Municipalities**

Population 1996

Total households in the community

Total number of renter households

Prevalence of renters

% of renter hseholds paying 30% &gt; of income on rent

Tot. renter hseholds paying 50% &gt; of income on rent

% of hseholds paying 50% &gt; of income on rent

HOMES BC units built 1994-98

Social housing for families (number of units)

Social housing for seniors (number of units)

Total social housing units

Burnaby	179,209	68,740	31,120	45%	45%	7,160	23%	597	3,119	2,449	5,568
Anmore	961	300	35	12%	29%	10	25%				
Belcarra	665	230	30	13%	50%		0%				
Coquitlam	101,820	35,735	11,025	31%	44%	2,715	25%	86	1,218	328	1,546
Delta	95,411	31,500	6,690	21%	40%	1,250	19%		281	482	763
Langley T	80,179	26,650	4,305	16%	37%	690	16%		132	149	281
Langley C	22,523	9,340	3,820	41%	51%	935	25%		89	640	729
Maple Ridge	56,173	19,790	4,815	18%	53%	1,325	28%	93	207	353	560
Mission	30,519	10,045	2,440	51%	69%	695	29%		185	102	347
New Westminster	49,350	23,540	12,645	54%	45%	2,915	23%	23	595	701	1,296
North Vancouver D	80,418	27,910	6,180	22%	42%	1,060	17%		483	422	905
North Vancouver C	41,475	19,445	10,755	55%	44%	2,450	23%	33	404	518	922
Pitt Meadows	13,436	4,730	1,080	23%	41%	170	16%		355		355
Port Coquitlam	46,682	15,930	4,075	26%	44%	900	22%		585	201	786
Port Moody	20,847	7,315	1,795	25%	42%	360	20%	62	411	70	481
Richmond	148,867	50,925	15,540	31%	42%	3,060	20%	93	1,865	730	2,595
Surrey	304,477	100,850	29,910	30%	50%	7,940	27%	243	2,247	1,131	3,533
Univ. Endowment Area	6,833	2,650	1,915	72%	51%	445	24%				
Vancouver	514,008	218,540	127,060	58%	47%	31,250	25%	1,552	8,988	8,066	19,564
West Vancouver	40,882	15,870	4,015	25%	50%	870	22%		32	371	403
White Rock	17,210	8,745	3,030	7%	49%	660	22%			208	208
<b>GVRD</b>	<b>1851945</b>	<b>630040</b>	<b>282280</b>			<b>66860</b>		<b>2782</b>	<b>21196</b>	<b>16921</b>	<b>40842</b>

